

Staff Report

Devens
Enterprise
Commission

Date: December 15, 2025
To: Devens Enterprise Commission
From: Neil Angus, FAICP, DEC Director,
RE: CFS-3 – 125 Hospital Road Level 2 Unified Permit

Applicant/ Owner: Pivotal Devens, LLC.
Engineer: VHB Engineering
Location: 125 Hospital Road, and portions of 105, 111, and 117 Hospital Rd. Devens, MA
Zoning: Innovation & Technology Business District, Watershed & Aquifer Water Resources Protection Overlay District

Project Overview:

Pivotal Devens has submitted a Level 2 Unified Permit Application for the construction of a +/- 294,100 gross square foot office and magnet manufacturing building, 600-space above-ground parking garage, 57 surface parking spaces, and associated infrastructure and site improvements on 125 Hospital Road (collectively referred to as CFS-3). Pivotal is partnering with Commonwealth Fusion Systems to build this facility to the north of CFS-1 (existing magnet factory and office) and east of CFS-2 (existing Tokomak Hall) and proposed CFS-4 FLiBE Thermal Loop project:



CFS-4 is a separate project that is not part of this application but shown here for context. CFS-3 will include office, R&D and manufacturing space for more super conductor magnets as well as a 600-space parking garage structure to

help with current constrained parking on the CFS campus. Design and construction of the CFS-3 building and the CFS-4 project are on independent schedules approximately one year apart from each other. However, similar to CFS-1 and 2, both building sites will share access, utilities and amenities to function together as part of the CFS campus. CFS recently subdivided their parcel to create a separate parcel for this project, and included the 105 Hospital Road parcel (Oak Street parcel) that they recently acquired from MassDevelopment. While separate parcels, they will all be impacted by these two projects and will require reciprocal easements for construction and operations. Both Pivotal and CFS have submitted letters confirming this partnership.

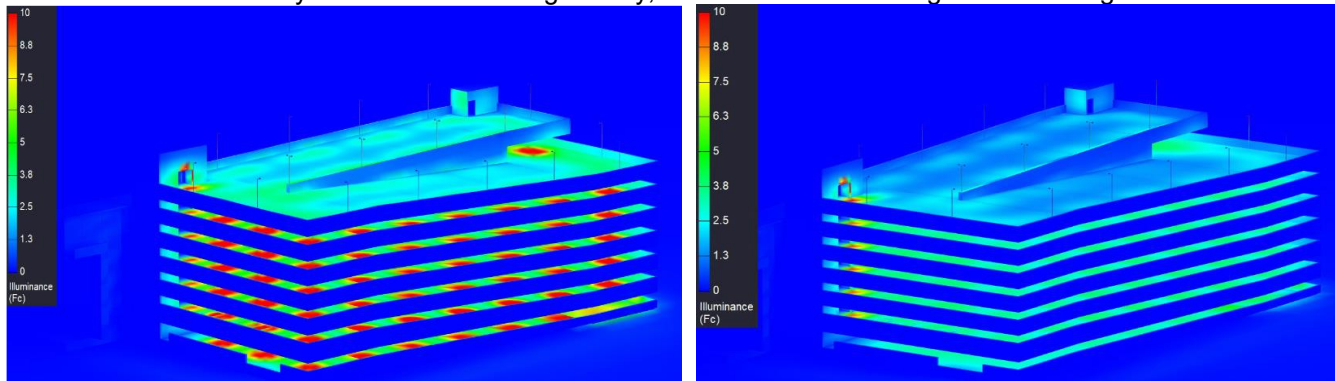
Site issues at a Glance:

Staff, along with our peer review consultants, Devens Utilities, Engineering, Building, and Fire/Public Safety are continuing to review this application, revised plans and supporting information and the following is a summary of review comments and issues to date:

Industrial Performance Standards (IPS): The proposed CFS-3 building will act as a visual and sound barrier from many of the other campus activities but it is still important to ensure the facility and parking garage are designed to comply with the DEC IPS for light, noise, air, and electromagnetic interference:

Sound Study: The Applicant submitted an updated sound study on December 12th that includes the cumulative impact of the entire campus (CFS-1 through 4). Staff have been working with the Applicant and our peer review consultants to ensure this study is as accurate as possible and includes sound from all existing and proposed sources. Our peer review consultants are currently reviewing but are not likely to have completed their review before the hearing on the 16th.

Lighting: As with the lighting plan for CFS-4, the Applicant has reduced site lighting, eliminated building façade lighting, incorporated Dark Sky compliant fixtures, daylight control/timing sensors, and louvers/shielding to reduce backlight, up-lighting, and glare, which will help reduce visible brightness from abutting residential areas. They are also incorporating non-reflective building and window treatments to reduce nighttime visibility of the building. The parking garage also poses potential exposure for both light and noise. The applicant has re-designed the proposed parking garage lighting to soften the lighting levels, reducing hot spots and visibility. Other considerations include darker concrete to reduce visibility of the structure during the day, and raised walls blocking vehicle headlights and noise:



Dimming controls and occupancy sensors will help further reduce lighting levels. The top of the garage is proposed to have shielded pole-mounted lights with lower lumen levels. Staff has requested the Applicant look at roofing options that could better contain visibility and exposure of the top parking deck, offering opportunities for green and/or solar roofs options as well.

Electromagnetic Interference: The Applicant submitted a memo addressing this late in the day on December 12th. A preliminary review finds that additional detail will be required to ensure conformance with 974 CMR 4.03. The Applicant will need to update the 1/15/2021 memo and site plan to include CFS-3's expected magnetic field strength and intensity, combined with CFS-1 and 2, to determine if any mitigation of electro-magnetic fields is required.

With the proximity of the proposed development close to existing and future residential receptors along the Grant Road area, all of these issues become that much more important to help ensure safety, reduce the potential for nuisance conditions, and ensure CFS remains in compliance with the DEC IPS and a good neighbor.

Traffic: A combined traffic report was submitted for both CFS-3 and CFS-4. The DEC's traffic engineers have reviewed the report and requested a number of items be addressed. These items were included in Condition #21 of the Draft Record of Decision for CFS-4. The current and expected employee counts would result in a total of 450 new vehicle trips (225 entering/225 exiting) on a daily basis. To help offset the impacts of these increases, the Applicant

has agreed to implement additional Transportation Demand Management (TDM) Program initiatives over and above their current remote/flex work, preferred parking, and shuttle services:

- Designate an on-site TDM coordinator
- Participate in the Employee Relocation Commuter Assistance Program (educating employees on transportation options)
- Provide Ridesharing/Ride-matching Services (to promote carpooling, reduce single-occupancy vehicle trips)
- Provide bicycle racks and shower/changing facilities
- Provide an on-site cafeteria to reduce midday trip making

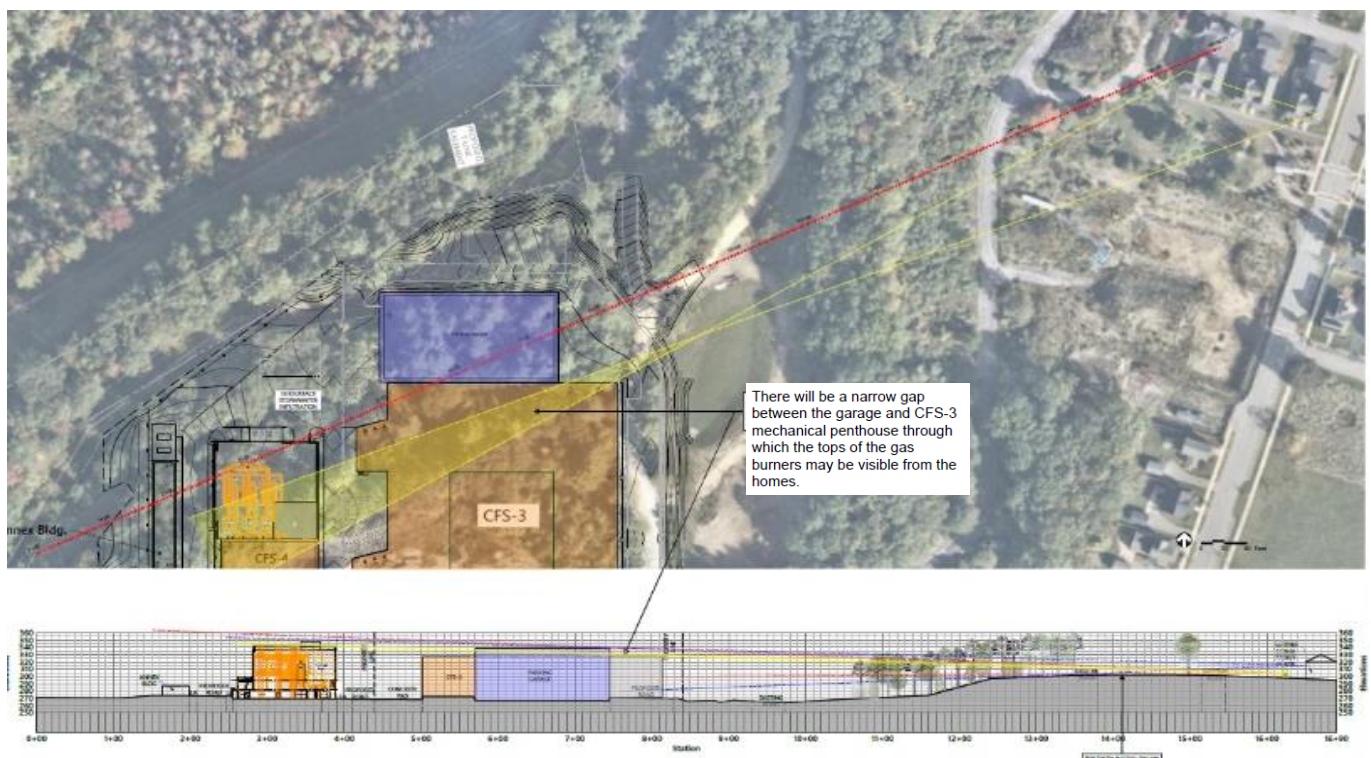
The Applicant has committed to implement these measures to help reduce peak hour traffic with the goal of achieving a 15% trip reduction from their facility/campus. The Applicant will also monitor the effectiveness of the proposed TDM program and provide summary findings to the DEC of the participation rate and the estimated reduction in site-generated traffic six months after occupancy of the Project.

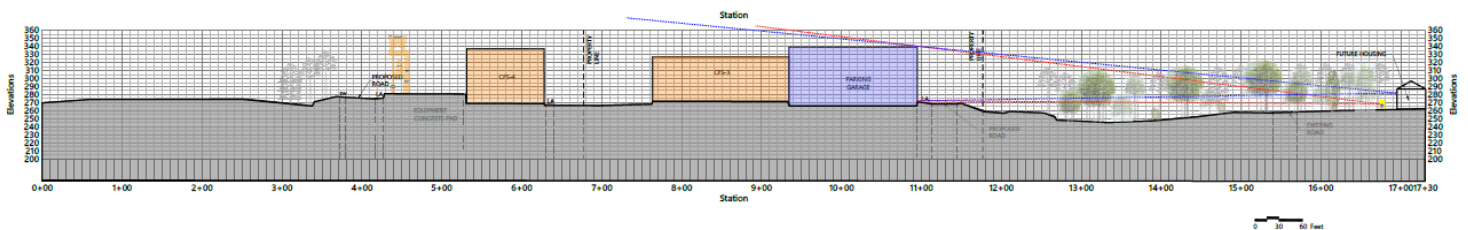
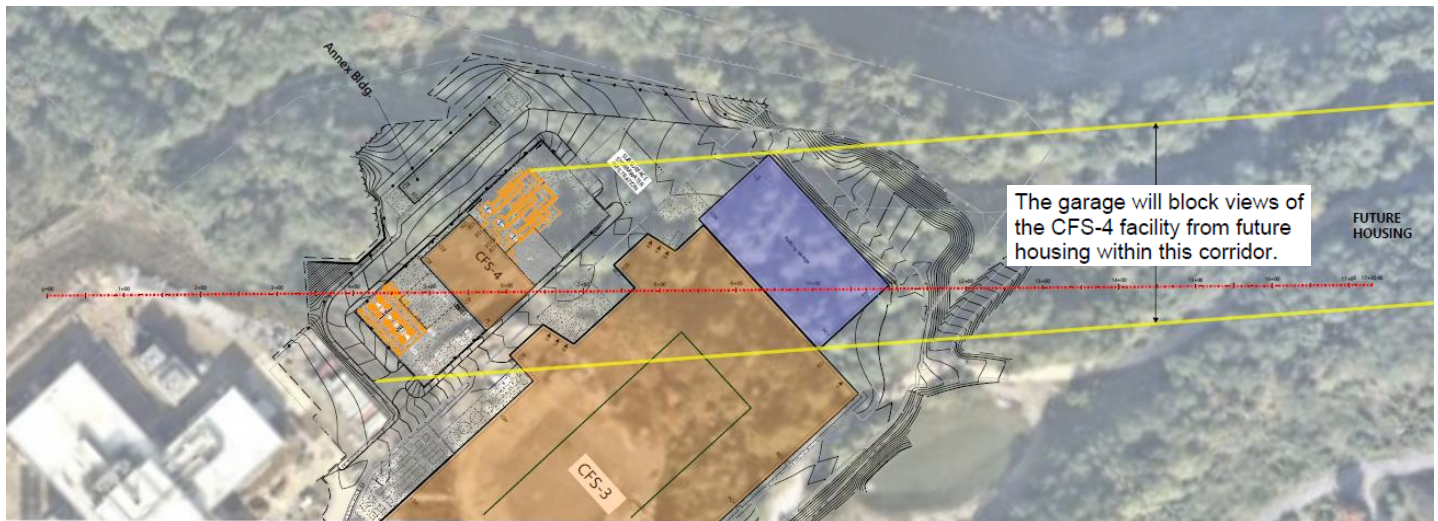
The DEC has always included a standard condition in all Unified Permits that when a Transportation Management Association (TMA) is created for Devens, Applicants agree to participate to help keep Devens traffic below the limits established under the Final Environmental Impact Report for Devens redevelopment. Earlier this year, the DEC and MassDevelopment joined the North Central MA Rides TMA. Requiring the Applicant to join this regional TMA will provide them with more resources and support to help meet their 15% trip reduction goal.

The Applicant also committed to traffic monitoring six months after full occupancy of the Project to validate the assumptions in this traffic study for the current phase of the Project (traffic generation and distribution). This information will be provided to the DEC and MassDevelopment for inclusion in the next Devens 5-year Traffic Monitoring Program. All of these efforts should be memorialized in a condition of any approval for this project.

The number of contractors still on-site for CFS-2, combined with the existing CFS employees on-site in CFS-1 has created parking issues. Additional construction for CFS-4 and CFS-3 will add to these concerns. CFS has acquired additional land at 105 Hospital Road (former Oak housing area) and plans to utilize this area for construction laydown, however this area is currently already being used as temporary overflow parking for CFS-1 employees. CFS is managing all this traffic by using satellite parking locations and shuttles to help reduce congestion on-site. See Logistics section for additional comments.

Visual Impact Analyses: The applicant has undertaken a series of visual impact analyses from existing and future development areas both on Grant Road and Perimeter Road:





Cross sections show that preserving the existing woodlands between these areas and the site to the maximum extent practicable will be very important. There is an existing 100' open space buffer between all residentially zoned lands and this site which will help ensure long-term protection of that screening but as the photo simulation shows, the building will still be partially visible in the winter from future residential areas along Goddard Street off of Grant Road (future Phase 3 of Emerson Green). The applicant is identifying mature trees around the limits of clearing on-site that can be preserved to aid in screening, and additional landscape plantings where feasible, to help screen the campus from the residentially zoned lands to the north of the campus that are at a lower elevation. There appear to be potential additional opportunities for screening on adjacent lands owned by MassDevelopment and Devens Village Green LLC. Photo simulations should be updated to include views from the existing parcels along Goddard at the top of the slope. These future homes will be the most impacted. Additional screening could include off-site understory

plantings along the top of slope, as well planted earthen berms on the east side of the new detention pond built by MassDevelopment. This could also aid in reducing the size and slope of the proposed stockpile to the west of CFS-2.

Building Design: As discussed under lighting comments, the Applicant will be incorporating non-reflective building and window treatments to reduce visibility of the building. Due to the number of parking spaces proposed as part of this project, the Applicant will be required to construct the building to MA Stretch Energy Code standards.

Site Plan/Landscaping: A number of review comments were provided by the DEC peer review engineers and landscape architects to ensure compliance with 974 CMR 3.04 Site Plan requirements. The Applicant provided revised site plans and responses on December 11 and our peer review consultants are still reviewing. Remaining issues include pavement details, low-impact development techniques, parking, composting, signage, retaining walls, grading, irrigation, and minor stormwater and landscaping comments.

Phasing/Logistics: The current CFS campus is extremely busy with the ongoing construction of CFS-2, contractor parking, temporary laydown, soil stockpiles, and existing operations at CFS-1. With CFS-4 already in permitting, it is extremely important that the campus and these projects be carefully planned and managed to ensure the health and safety of all those on-site, and reduce any negative impacts to the surrounding Devens community. CFS-4, if approved, is expected to start construction in spring 2026, coinciding with the expected substantial completion of CFS-2. CFS-3, once approved, is scheduled to start in spring 2027, coinciding with the substantial completion of CFS-4. The Applicant has provided a phasing and logistics plan (see attached) and DEC Staff, along with our peer review engineers have reviewed and asked for additional details and documentation on existing operations, construction, and materials management. The Applicant is proposing to use 105 Hospital Road for material storage and parking. This area is currently being used informally by CFS for overflow employee parking. This area is surrounded by steep slopes and mature vegetation and is adjacent to the Oxbow National Wildlife Refuge so it is important that any proposed activity in this area be designed and permitted appropriately. To date, there are no formal plans for modifications to this area aside from a limit of clearing. Prior to any future use, the applicant should be required to submit a plan (Level 1) for temporary or permanent improvements to ensure compliance with all applicable regulations.

Public Health and Safety: Devens Fire Department has been reviewing plans and are comfortable with proposed site circulation and access. They are consulting with the State Fire Marshall's Office on the existing and proposed storage of chemicals to ensure safety and security is factored in. The Applicant will need to work with CFS to update the Hazardous Materials and Chemical lists for the facility and campus and provide an updated safety plan to the DEC and Devens Fire. The amount of gas and processing that is being proposed has to be considered cumulatively across the whole campus. It is unclear if a license for flammables and combustibles will be required but if it is, the Applicant will need to come back to the DEC in a separate application.

Waivers:

The Applicant has requested the following waivers from the DEC Rules and Regulations:

974 CMR 1.09(1) Table 4: Permit Duration: Commencement of an Approved Site Plan within six months; Commencement of a Building Permit within six months, and; Completion in two years. Request to commence construction within 18 months and substantial completion within three years.

Staff have no concerns with this waiver request.

974 CMR 3.02.3.(b)6.a requires existing wooded areas and trees to be preserved to be shown, as well as all "specimen trees" (trees exceeding a minimum caliper of 12") within 100' of existing or proposed lot lines. The Applicant is requesting a waiver from having to show all 12" trees within 100 feet of the property boundary.

Staff has requested the Applicant identify trees 12" caliper or greater along the limits of disturbance that abut the north and east boundaries of the parcel. Preservation of vegetation in these areas is important for maintaining the existing vegetative screening between existing and future residential developments in the Grant Road area adjacent. A partial waiver may be appropriate.

Process:

VHB, on behalf of Pivotal Devens, LLC. submitted the Level 2 Unified Permit Application on October 23, 2025, and the Determination of Completeness was issued on October 30, 2025. Copies of the application were

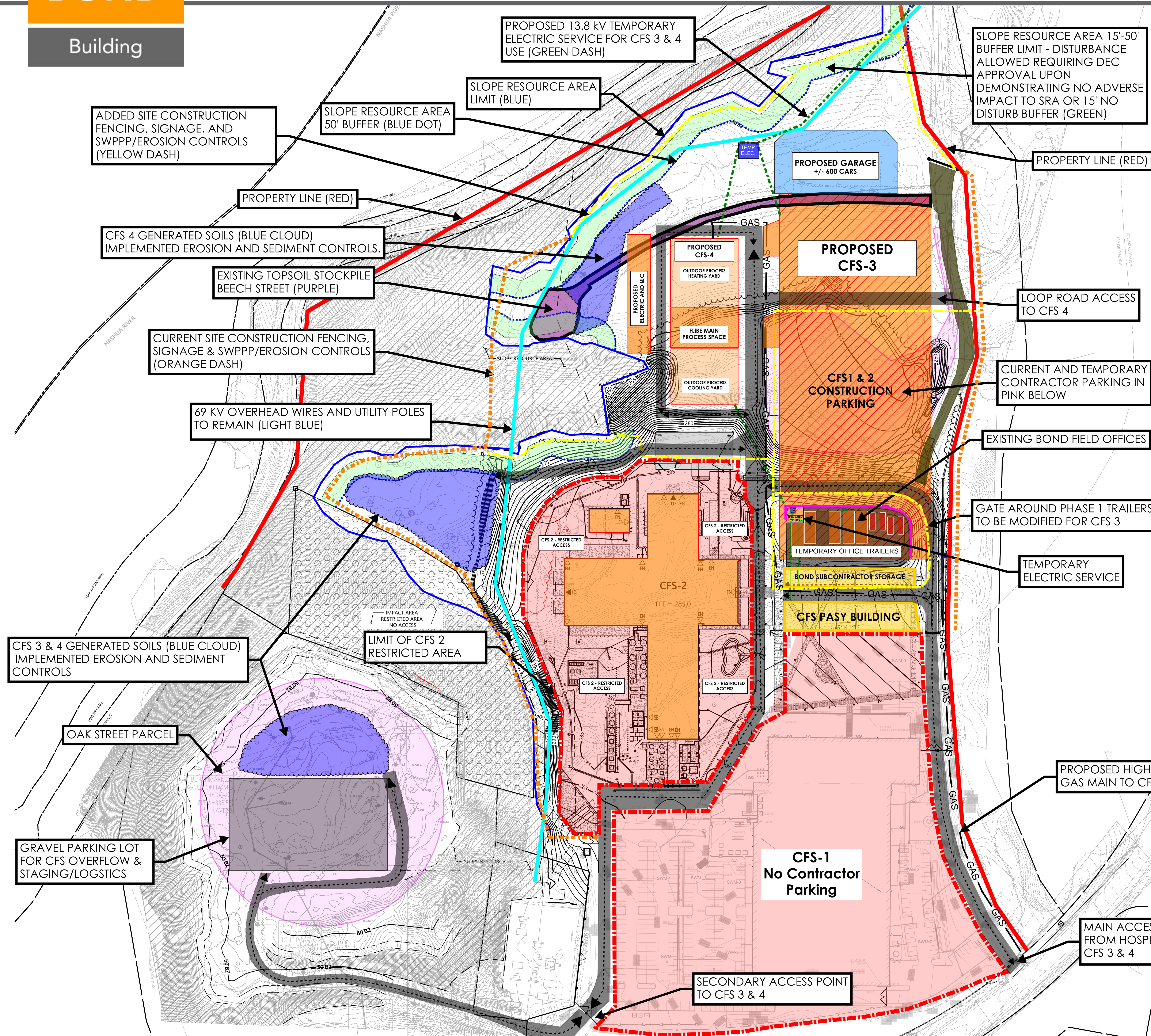
received by the surrounding Towns on October 30, 2025. Legal notices were placed in Nashoba Publications on November 28 and December 5, 2025. All abutting property owners were duly notified by certified mail on November 3, 2025. The 30-day Town comment period expired on November 29, 2025. No comments were been received other than those from our Peer Review Consultants. The 75-day review period for the DEC to act on this application ends on January 13, 2026.

Recommended Action:

The revised site plans, response to comments, sound study and electromagnetic report were just recently submitted and are still being reviewed. Due to this, and the upcoming holidays, if the applicant agrees in writing, staff would recommend the Commission continue the hearing to the January 27, 2026 meeting at 6:45 PM to allow our consultants adequate time to review everything, and if appropriate, time for Staff to draft a Record of Decision for the Commission's consideration. An extension agreement in writing is necessary because this is beyond the 75-day timeline.









Attachments:

- Logistics Plan
- [Level 2 Permit Site Plan](#)
- [Determination of Completion](#)
- [UPA Narrative](#)
- [CFS-3 Fire Dept approval 12-9-25](#)
- [Cooperation Letter 12-10-25](#)
- [Revised Site Plans - December 2025](#)
- [Revised Stormwater Report - December 2025](#)
- [Garage Lighting Study 12-2-25](#)
- [Applicant Response to DEC Landscape Review 12-5-25](#)
- [Applicant Response to DEC Site and Stormwater Review 12-5-25](#)
- [Applicant Responses to DEC Staff comments 12-5-25](#)
- [CFS Visual Impact Photo simulation 12-2-25](#)
- [Traffic Study Review Comments 12-3-25](#)
- [CFS campus Sound Study 12-12-25](#)
- [EMI Memo 12-12-2025](#)



1. BOND TEMPORARY CFS-2 OFFICE LOCATION TO REMAIN IN CURRENT LOCATION THROUGH 2026. ESTABLISH NEW LOCATION TO THE SOUTH OF CFS 4 2027.
2. CURRENT TEMPORARY CONTRACTOR PARKING AT FUTURE CFS3 SITE TO REMAIN THROUGH 2026. ADDITIONAL TEMPORARY LOTS TO BE ADDED PER PLAN.
3. TEMPORARY ELECTRIC SERVICE TO REMAIN IN CURRENT LOCATION THROUGH 2026 AND THEN ESTABLISH NEW TEMPORARY SERVICE TO THE NORTH OF CFS 4.
4. NEW HIGH PRESSURE GAS SERVICE TO BE ROUTED OFF HOSPITAL ROAD ALONG EAST SIDE OF PROPERTY.
5. UTILIZE CURRENT TEMPORARY ROADWAY AT EAST SIDE THROUGH 2026. NEW TEMPORARY ROADWAY ESTABLISHED BETWEEN CFS 3 & 4.
6. CFS -2 PERIMETER RESTRICTED FROM CONSTRUCTION TRAFFIC.
7. BEECH STREET LOAM STOCKPILE GENERATED FROM CFS 1 & 2 TO BE RELOCATED WITHIN SITE BOUNDARY.
8. NEW SOIL STOCKPILE GENERATED FROM CFS 3 & 4 TO REMAIN ON SITE

LEGEND

-  UNDERGROUND TEMP ELECTRIC
-  PROPOSED GAS SERVICE
-  PROPERTY LINE
-  BOND EXISTING SITE FENCE
-  BOND PROPOSED SITE FENCE
-  69KV ELECTRICAL POLE SERVICE
-  CFS OCCUPIED/RESTRICTED SPACE
-  SLOPE RESOURCE AREA LIMIT

BOND

Building

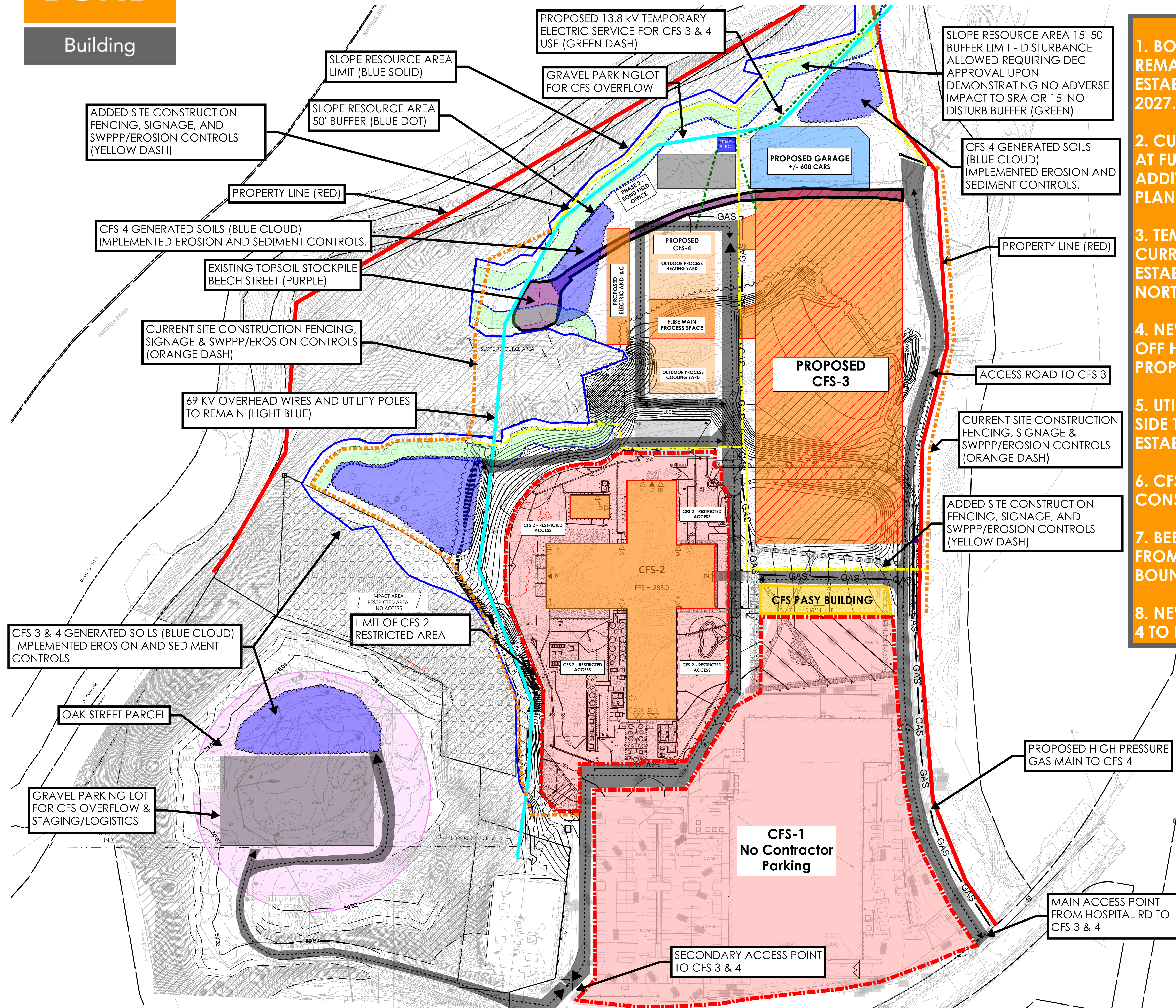
Evans
GENERAL
CONTRACTORS

COMMONWEALTH FUSION SYSTEMS

CFS-3 & 4

LOGISTICS PLAN - PHASE II

OCTOBER 2025



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